

Message Text

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FM AMEMBASSY COPENHAGEN

TO SECSTATE WASHDC 1268

INFO AMEMBASSY PARIS

AMEMBASSY OSLO

AMEMBASSY STOCKHOLM

AMEMBASSY HELSINKI

DEA HQS WASHDC

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PARIS ALSO FOR DEA AND CUSTOMS. DEA HQS

WASHDC ATTN: EOIE/N ANTONELLI

E.O. 11652: GDS

TAGS: SNAR, DA

SUBJECT: FY 1977 NARCOTICS CONTROL ACTION PLAN FOR DENMARK

REF: STATE 139804, A-2665, STATE 115992, STATE 169824

1. SUMMARY:

DENMARK HAS MADE SIGNIFICANT PROGRESS DURING THE PAST SIX MONTHS IN FOCUSING ON ITS DRUG PROBLEM. THE DANISH AUTHORITIES AND MEDIA CONTINUE TO SHOW INTEREST, AND THE AUTHORITIES MAINTAIN THAT THE NUMBER OF DRUG USERS IN THE COUNTRY HAS DWINDLED.

THE ANNOUNCEMENT THAT AN INDEPENDENT DRUG UNIT WILL BE ORGANIZED WITHIN THE COPENHAGEN POLICE DEPARTMENT (APPROXIMATELY 90 PERCENT OF DENMARK'S DRUG INVESTIGATIONS TAKE PLACE IN COPENHAGEN) IS AN EXTREMELY IMPORTANT DEVELOPMENT.

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MENT AND A POSSIBLE PRECURSOR TO SOME FORM OF NATIONAL DRUG ENFORCEMENT ORGANIZATION. WITHIN THE POLITICAL, SOCIAL, PSYCHOLOGICAL, AND LEGAL CONSTRAINTS WHICH EXIST IN DENMARK, THE EMBASSY BELIEVES THAT ITS EFFORTS, WHILE

NECESSARILY REMAINING LOW-KEY, MAY BE STEPPED UP SOMEWHAT IN THE AREAS OF ENFORCEMENT, TRAINING, LIAISON, AND VISITS TO THE U.S. GIVEN THE DANGER THAT DNEMARK MAY BE USED INCREASINGLY AS A TRANSIT POINT BY INTERNATIONAL NARCOTICS TRAFFICKERS, THIS NCAP PLACES HEAVY EMPHASIS ON ENCOURAGING AND ASSISTING THE DANES IN IMPROVING THEIR ENFORCEMENT CAPABILITIES. END SUMMARY.

2. STATEMENT OF THE PROBLEM.

A. TRAFFICKING/PROCESSING

THERE IS A LARGE MARKET FOR MORPHINE BASE AND HASHISH IN DENMARK. THE MORPHINE BASE IS GENERALLY FROM TURKEY AND THE LARGE TURKISH POPULATION OF WORKERS LIVING IN DENMARK FACILITATES EASY TRAFFICKING CONNECTIONS. HASHISH IS BOTH FROM MOROCCO AND THE MIDDLE EAST. HASHISH IN 5 TO 20 KILO-GRAM AMOUNTS IS CONTINUALLY BEING BROUGHT IN FALSE BOTTOM SUITCASES FROM PAKISTAN. LARGE QUANTITIES ARE SMUGGLED IN ENTRAPPED AUTOMOBILES AND BY BOAT. THERE ARE INDICATIONS DENMARK IS BEING USED AS A TRANSIT POINT FOR NARCOTICS INTO SCANDINAVIA AND THE U.S. AMERICAN TRAFFICKERS LIVING IN DENMARK ARE CONNECTIONS FOR HEROIN BEING TRANSSHIPPED FROM THE NETHERLANDS. THERE IS SOME COCAINE AVAILABLE, BUT LITTLE LOCAL MARKET. AMPHETAMINE PILLS ARE READILY AVAILABLE. HEROIN HAS BEEN INTRODUCED TO THE ADDICTS BUT THE MARKET HAS NOT EXPANDED RAPIDLY.

B. PRODUCTION. THERE IS NO EVIDENCE OF ILLICIT DRUG PRODUCTION IN DENMARK.

C. LOCAL DRUG ABUSE. THE DANISH AUTHORITIES ESTIMATE THAT THERE ARE ABOUT 6,000 DRUG USERS IN DENMARK, AND SOURCES STATE THAT THE TREND IS DOWN (THE EMBASSY REPORTED IN JANUARY 1975 THAT THERE WERE 10,000). THE LOCAL PREFERENCE IS FOR HASHISH, BUT THERE IS ALSO SOME MORPHINE BASE AND AMPHETAMINES, AS WELL AS A LITTLE LSD AND COCAINE. THE GOVERNMENT AND PUBLIC LEADERSHIP VIEW DRUG ABUSE A A SOCIO-MEDICAL RATHER CONFIDENTIAL

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THAN A CRIMINAL PROBLEM, AND PREFER TO CONCENTRATE ON PUBLICIZING THE DANGERS OF DRUG USE RATHER THAN THE STRICTURES OF THE LAW. LAW ENFORCEMENT IS DIRECTED MORE AT THE TRAFFICKER THAN THE USER. THE TRADITIONAL DANISH ATTITUDE OF PERMISSIVENESS TOWARD NARCOTICS BEGAN TO CHANGE IN 1969, HOWEVER, TO A TOUGHER AND MORE CONCERNED VIEW. THIS CHANGE IN ATTITUDE COINCIDED WITH THE APPEARANCE OF MORPHINE BASE AND OTHER HARD DRUGS, AN INCREASE IN DRUG USE IN SCHOOLS, AND CRITICISM BY OTHER SCANDINAVIAN COUNTRIES OF THE USE OF COPENHAGEN AS A TRANSIT POINT TO UPPER SCANDINAVIA.

3. CONSTRAINTS. THE MISSION'S LOW-KEY BUT PERSISTENT

APPROACH TO ENCOURAGING A SHARPER DANISH COMMITMENT TO DRUG ABUSE CONTROL HAS BEEN BASED NOT ONLY ON A RECOGNITION THAT THE DANES DO NOT RESPOND WELL TO PRODDING, BUT ON THE POLITICAL FACTS OF LIFE AS THEY EXIST IN DENMARK. THE PRESENT SOCIAL DEMOCRATIC GOVERNMENT IS A MINORITY GOVERNMENT, SUBJECT TO CRITICISM NOT ONLY FROM OTHER PARTIES TO THE LEFT AND RIGHT, BUT FROM ELEMENTS WITHIN THE SOCIAL DEMOCRATIC PARTY ITSELF. WHILE A TOUGHER STANCE AGAINST INTERNATIONAL TRAFFICKERS WOULD PROBABLY NOT BE SUBJECT TO CRITICISM, A GENERAL "CRACK-DOWN" INCLUDING LOCAL USERS MIGHT VERY WELL GO AGAINST THE GRAIN OF TRADITIONAL DANISH ATTITUDES AND LEAVE THE GOVERNMENT OPEN TO CHARGES THAT IT IS USING POLICE STATE METHODS. THE JUSTICE MINISTER HAS STATED PUBLICLY THAT HE IS CHARY OF "NEW METHODS" (READ: METHODS COMMONLY USED IN THE U.S.). ON THE OTHER HAND, HE HAS PRIVATELY EXPRESSED AN INTEREST IN LEARNING MORE ABOUT THEM (BUT HAS ASKED THAT HE AND HIS GOVERNMENT NOT BE LINKED TOO CLOSELY WITH THE U.S. IN THIS REGARD). LEGAL RESTRAINTS SUCH AS THE DOCTRINE OF AGENT PROVOCATEUR AND DIFFICULTIES CONCERNING THE USE OF MONEY AND NARCOTICS IN UNDERCOVER OPERATIONS ALSO EXIST. SENTENCES FOR NARCOTICS OFFENSES, ESPECIALLY THOSE INVOLVING CANNABIS, HAVE TENDED TO BE LOW AND RELECT THE GENERAL DANISH ATTITUDE OF PERMISSIVENESS TOWARD DRUG USE AND REFUSAL TO BELIEVE THAT TRAFFICKING HAS BECOME A PROBLEM IN DENMARK. THE EMBASSY BELIEVES, HOWEVER, THAT THE NEW LAW PROVIDING FOR HIGHER SENTENCES MAY ENCOURAGE A

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GENERAL ESCALATION OF SENTENCES, EVEN THOUGH CANNABIS PRODUCTS ARE EXCLUDED FROM THE TEN-YEAR MAXIMUM. THE ORGANIZATION OF THE POLICE ALSO CONSTITUTES A CONSTRAINT AGAINST EFFECTIVE NARCOTICS CONTROL IN DENMARK. EACH POLICE JURISDICTION CARRIES OUT ITS OWN NARCOTICS INVESTIGATIONS. WHILE THE NATIONAL POLICE ORGANIZATION IS MAINLY ADMINISTRATIVE, IT DOES HAVE A "TRAVEL SECTION" (REJSEAFDELING) WHICH ASSISTS IN NARCOTICS (AND OTHER) INVESTIGATIONS OUTSIDE COPENHAGEN, BUT ONLY IF INVITED TO DO SO BY THE PARTICULAR POLICE JURISDICTION INVOLVED. AT PRESENT THE TRAVEL SECTION HAS ONLY ONE OFFICER ASSIGNED FULL TIME TO NARCOTICS INVESTIGATIONS. THE DANISH CUSTOMS SERVICE IS ALSO INVOLVED IN THE INTERDICTION OF NARCOTICS TRAFFIC, PLAYING A ROLE WHICH IS MADE MORE DIFFICULT BY THE RELATIVELY FREE MOVEMENT OF GOODS POSSIBLE AMONG THE SCANDINAVIAN COUNTRIES AND BETWEEN DENMARK AND THE NATIONS OF THE EUROPEAN COMMUNITY.

4. STATEMENT OF THE GOALS. SPECIFIC GOALS INCLUDE:
A. ASSIST THE COPENHAGEN POLICE IN ORGANIZING AN EFFECTIVE NARCOTICS UNIT. TARGET DATE: DECEMBER 1975.

B. ENCOURAGE THE FORMATION OF AN INDEPENDENT NATIONAL NARCOTICS ENFORCEMENT UNIT. TARGET DATE: JUNE 1976.

C. ASSIST THE DANES IN DEVELOPING AN INDEPENDENT NATIONAL NARCOTICS TRAINING CAPABILITY. TARGET DATE: NOVEMBER 1976.

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R 301101Z JUL 75

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D. ARRANGE THREE VISITS TO THE U.S. BY DANISH OFFICIALS IN A POSITION TO INFLUENCE THE DANISH GOVERNMENT'S NARCOTICS POLICY IN THE DIRECTION OF CENTRALIZATION AND UTILIZATION OF NEW METHODS. TARGET DATE FOR COMPLETION OF THE VISITS: THE END OF FY 77.

E. ASSIST IN IMPROVING THE CAPABILITY OF THE DANISH CUSTOMS SERVICE TO INTERDICT THE FLOW OF NARCOTICS INTO AND OUT OF DENMARK. TARGET DATE: JUNE 1976.

5. PROGRAMS IN SUPPORT OF GOALS. THE MISSION BELIEVES THAT NONE OF THE CONSTRAINTS OUTLINED EARLIER NEED INTERFERE WITH A SOUND MISSION POLICY OF ENCOURAGING INCREASED AWARENESS OF THE INTERNATIONAL NARCOTICS PROBLEM AS IT RELATES TO DENMARK, OFFERING APPROPRIATE TRAINING, CONTINUING DEA LIAISON ACTIVITIES AND RESPONDING POSITIVELY AND PROMPTLY TO DANISH REQUESTS FOR ASSISTANCE WHENEVER THEY ARE FORTHCOMING. THE DANES ARE BASICALLY INTERESTED IN CONTROLLING THE DRUG TRAFFIC IN DENMARK AND ARE

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COMMITTED TO TAKING WHATEVER MEASURES THEY REASONABLY CAN TO ACCOMPLISH THIS GOAL. MUCH HAS BEEN ACCOMPLISHED DURING THE PAST SIX MONTHS, BUT MUCH WILL DEPEND ON WHAT HAPPENS IN THE FUTURE.

SPECIFIC PROGRAMS:

A. A DEA IN-COUNTRY TRAINING SCHOOL, ALREADY APPROVED BY THE DEPARTMENT (STATE 123479), HAS BEEN TENTATIVELY SCHEDULED FOR LATE NOVEMBER 1975. THE ANNOUNCEMENT OF AN INDEPENDENT COPENHAGEN NARCOTICS UNIT IS A SIGNIFICANT STEP, BUT MUCH WILL DEPEND ON WHO IS IN CHARGE AND WHO IS SELECTED TO STAFF THE UNIT. THE CHIEF WILL BE NAMED IN MID-SEPTEMBER, AND THE UNIT WILL BE ORGANIZED DURING OCTOBER. THE COURSE HAS BEEN TIMED FOR MAXIMUM IMPACT ON THE NEW UNIT, AND THE COURSE CONTENT SHOULD BE APPROPRIATELY TAILORED TO ENHANCE THIS IMPACT. IN ADDITION, THE EMBASSY RECOMMENDS THAT TWO POLICY SECTION LEADERS OR SENIOR DETECTIVES BE OFFERED THE SIX-WEEK DEA COURSE DURING FY 76, AND TWO ADDITIONAL IN FY 77. TWO OF THREE OF THESE SHOULD COME FROM COPENHAGEN, AND ONE OR TWO FROM POLICE JURISDICTIONS OUTSIDE COPENHAGEN.

B. THE FRAGMENTATION OF DANISH POLICE RESPONSIBILITIES CALLS FOR A SEPARATE NARCOTICS UNIT NOT JUST IN COPENHAGEN BUT AT THE NATIONAL LEVEL, AND THE EMBASSY WILL DO EVERYTHING POSSIBLE TO DOCUMENT DANISH THINKING ON THIS POSSIBILITY. THIS CAN BEST BE ACCOMPLISHED IN A LOW-KEY MANNER BOTH AT THE WORKING POLICE LEVEL AND THE DIPLOMATIC LEVEL, AS THE OPPORTUNITY ARISES. THE ATTENDANCE OF ONE OR TWO DANISH POLICE OFFICIAL AT THE SIX-WEEK DEA SCHOOL IN WASHINGTON, MENTIONED ABOVE, WOULD BE HELPFUL, AS WOULD A PROGRAM OF IN-COUNTRY TRAVEL BY MISSION OFFICERS CONCERNED WITH NARCOTICS. BECAUSE THE EMBASSY WILL HAVE TO TREAD LIGHTLY TO AVOID OFFENDING DANISH SENSIBILITIES, HOWEVER, A SPECIFIC TARGET DATE FOR THIS GOAL IS DIFFICULT TO SET. THE EMBASSY WILL MONITOR THE SITUATION CLOSELY, AND SHOULD HAVE SOME INDICATION OF WHICH WAY THE WIND IS BLOWING BY JUNE 1976.

C. IN ORDER TO ASSIST THE DANES IN DEVELOPING AN INDEPENDENT NARCOTICS TRAINING CAPABILITY, THE EMBASSY

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REQUESTS THAT THE DEPARTMENT AND DEA APPROVE ANOTHER DEA IN-COUNTRY SCHOOL TO TAKE PLACE APPROXIMATELY NOVEMBER 1976. THE SCHOOL, WHICH SHOULD CONCENTRATE ON TRAINING METHODS, WOULD FOLLOW BY ABOUT ONE YEAR THE PROJECTED RESTRUCTURING OF THE CURRICULUM OF THE DANISH NATIONAL

POLICE TRAINING CENTER.

D. AN INFLUENTIAL OFFICIAL IN THE DANISH MINISTRY OF JUSTICE HAS ASKED, AT THE QUIET REQUEST OF HIS MINISTER, FOR AN OPPORTUNITY TO OBSERVE AT FIRST HAND U.S. NARCOTICS ENFORCEMENT AND JUDICIAL METHODS. THE EMBASSY WILL SUBMIT A REQUEST BY SEPARATE MESSAGE FOR FUNDING FOR SUCH A PROGRAM, POSSIBLY TO INCLUDE ONE OR TWO OTHER OFFICIALS SHOULD THE DANES WISH IT. IN ADDITION, THE EMBASSY RECOMMENDS THAT ONE OR TWO OTHER SUCH VISITS BE ARRANGE, AS THE OPPORTUNITY ARISES, BEFORE THE END OF FY 77.

E. THE EMBASSY HAS APPROACHED THE DANISH CUSTOMS SERVICE ON SEVERAL OCCASIONS WITH OFFERS OF CUSTOMS TRAININV PROGRAMS. WHILE THE DANES HAVE ALWAYS INDICATED THAT THEY ARE INTERESTED IN SUCH TRAINING, BUDGETARY AND REORGANIZATION DIFFICULTIES HAVE INTERFERED. THE EMBASSY BELIEVES THAT CUSTOMS REMAINS INTERESTED IN TRAINING, PARTICULARLY IF IT CAN TAKE PLACE IN DENMARK, HOWEVER, AND RECOMMENDS THAT AN IN-COUNTRY COURSE BE APPROVED WITH A TARGET DATE OF JUNE 1976. THE TARGET DATE IS ARBITRARY AND WAS SELECTED TO PROVIDE BREATHING SPACE BETWEEN THE OTHER TRAINING COURSES THE EMBASSY HAS RECOMMENDED. THE EMBASSY WILL ADVISE THE DEPARTMENT AS SOON AS IT HAS FIRMER INFORMATION.

6. SELF-HELP INDICATORS.

A. IN APRIL 1975 THE DANISH GOVERNMENT RATIFIED THE AMENDING PROTOCOL AND THE CONVENTION ON PSYCHOTROPIC SUBSTANCES. DENMARK IS A SIGNATORY TO THE SINGLE CONVENTION.

B. DENMARK REGULARLY EXPELS ALIEN DRUG USERS AND TRAFFICKERS, AND ACTIVELY COOPERATES IN THE EXTRADITION AND EXPULSION OF DRUG OFFENDERS. THE EMBASSY RECENTLY HAD AN INQUIRY FROM THE MINISTRY OF JUSTICE CONCERNING CONFIDENTIAL

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EXTRADITION, UNDER THE 1972 TREATY, OF A DANISH DRUG OFFENDER FROM THE U.S.

C. IN JUNE 1975, THE DANISH CRIMINAL CODE WAS AMENDED TO PROVIDE FOR A MAXIMUM SENTENCE OF TEN (INSTEAD OF SIX) YEARS IN PRISON FOR NARCOTICS OFFENSES. WHILE THE NEED FOR POLITICAL COMPROMISE LED TO THE EXCLUSION OF CANNABIS PRODUCTS FROM THE TEN-YEAR MAXIMUM, THE NEW LAW BROUGHT DENMARK GENERALLY IN LINE WITH THE OTHER SCANDINAVIAN COUNTRIES AND RECEIVED A GUARDED WELCOME FROM ENFORCEMENT CIRCLES.

D. DENMARK CONTRIBUTES TO THE UN FUND FOR DRUG ABUSE CONTROL, AT A LEVEL WHICH COMPARES FAVORABLY WITH OTHER

COUNTRIES, AND STRONGLY SUPPORTS INCREASED INTERNATIONAL CONTROL OVER THE MOVEMENT OF NARCOTICS.

E. INFORMATION ON ARRESTS AND QUANTITIES OF DRUG SEIZED ARE AVAILABLE FOR CY 74 ONLY, AND WERE REPORTED IN COPENHAGEN 0288, ALONG WITH THE POLICE ESTIMATE THAT ARRESTS AND SEIZURES HAD INCREASED DURING THE LAST HALF OF THE YEAR. ARRESTS AND SEIZURES DURING CY 75 HAVE GENERALLY CONTINUED AT THE SAME LEVELS AS DURING THE LAST HALF OF CY 74.

7. ANNEXES 2 AND 4, AS WELL AS THE NARCOTICS TRAINING ASSESSMENT REQUIRED BY THE DEPARTMENT'S A-2665, ARE BEING SENT BY SEPARATE AIRGRAM. THE OTHER ANNEXES APPEAR TO ASSUME A LARGER AND MORE COMPLEX PROGRAM THAN THE EMBASSY ENVISAGES, AND HAVE NOT BEEN SUBMITTED. IN ADDITION TO THE CENTRALLY-FUNDED PROGRAMS DISCUSSED ABOVE AND SHOWN IN ANEX 4, THE EMBASSY RECOMMENDS THAT FUNDS BE EARMARKED FOR ONE TO THREE EXECUTIVE-LEVEL VISITS TO THE U.S. DURING FY 76, AND ONE OR TWO SUCH VISITS DURING FY77. TRAVEL AND PER DIEM COSTS FOR EACH OF THESE VISITS ARE ESTIMATED AT \$2000 FOR EACH VISIT. IN ADDITION, THE EMBASSY IN PAST SUBMISSIONS HAS REQUESTED FUNDS FOR LOCAL TRAVEL FOR NCAP PURPOSES. THE EMBASSY AGAIN REQUESTS THAT SUCH FUNDS BE ALLOTTED, FOR USE IN PURSUING THE GOAL OF STIMULATING INTEREST IN FORMATION OF A NATIONAL NARCOTICS UNIT, AND SUGGESTS \$600 IN FY 76 AND \$700 IN FY 77. THESE FUNDS

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SHOULD BE IN ADDITION TO REGULARLY ALLOTTED TRAVEL FUNDS FOR COPENHAGEN.

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